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ABSTRACT

In the summer of 1969, the Southwest Educational Development Laboratory undertook the implementation of a Mobile Migrant Project to serve a designated group of preschool migrant children. The project was to consist of (1) a summer program in 1969 in at least 2 "in trek" locations, (2) integration in the 1969-70 school year with the McAllen Early Childhood Demonstration Center, and (3) a summer program in 1970 in mobile situations. Major purposes were to design instructional materials for use by migrant children, to collect and report information concerning the total migrant situation, and to propose strategies for amelioration of the educational handicap incident to migration, low economic standing, and cultural differences. This report summarizes the program activities and resultant findings throughout the 18-month period. Proposed strategies to provide educational continuity for migrant students are included, with cost estimates and priority rankings for implementation. (JH)

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Final Report And Strategies For Continuation Activities

MOBILE HEAD START PROGRAM FOR MIGRANT CHILDREN AND PARENTS

November 1, 1970

Submitted to the U. S. Office of Economic Opportunity and Teacher Corps
by the Southwest Educational Development Laboratory

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November 1, 1970

Dr. Edith Grotberg
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1200 Nineteenth Street, N.W.
Washington, D. C. 20506

Dear Dr. Grotberg:

In compliance with the 1969-70 contract for the Mobile Head Start Program for Migrant Children and Parents, the Southwest Educational Development Laboratory herewith submits a final report to the U. S. Office of Economic Opportunity and Teacher Corps.

This report includes proposed strategies for continuation activities. Important sections of this document are the summary of findings from context evaluation activities and a discussion of the continuing need for solutions to the educational problems of migrant children.

Respectfully submitted,

Edwin Hindsman

Edwin Hindsman
Executive Director

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ABSTRACT

Early in 1969 the Southwest Educational Development Laboratory proposed that a Mobile Migrant Project to serve a designated group of preschool-age children be established. One purpose was to find a means by which to provide young children from low income, migrant Mexican American families with educational experiences to prepare them for progress in the public schools. Another purpose was to seek information on ways of providing an end to the educational discontinuity which handicaps older students from this background as they leave each year for the migrant trek.

The program for the children was to include the development of materials and a learning system based on the materials and teaching techniques already under development with migrant Mexican American children at the McAllen Early Childhood Center, supported by Demonstration and Training grants from the U. S. Office of Economic Opportunity. The information about en trek conditions affecting the education of both young migrant children and school-age migrant children was to be gathered by Laboratory personnel who would have first-hand experience working with the project.

Study of this information, it was hoped, would lead to the development of viable plans for providing educational continuity for this group of disadvantaged Americans, the group in our society most prone to school dropout and most prone to remain in the poverty-migrant cycle.

The project, modified to fit available funds, was approved and financed by 18-month grants from the U. S. Office of Economic Opportunity and Teacher Corps.

Progress reports have provided information on difficulties encountered in this project and the many factors which affect educational continuity for migrants. This report summarizes the program activities and the resulting findings throughout the 18 months.

The experiences of the participants in this project provide compelling evidence that a mobile project which attempts to follow specific students and provide educational intervention for them is doomed to fail. The migrants simply do not travel in sufficiently large cohesive groups for continuing educational intervention. Weather, relationships with growers, even family disagreements can cause an initially cohesive group to split into many groups and go in many directions. Yet, there are areas in receiving states where large groups of migrant workers and their children are housed for periods of several weeks. So it is possible to develop strategies which can be based on this situation -- strategies which emerge as an outgrowth from the Mobile Migrant Project.

The finding that an educational program cannot follow specific individuals satisfactorily is of critical importance in determining future strategies. The finding by no means removes the need for developing ways to provide educational continuity for migrant students who enter first grade with a limited experiential base (as compared to children from middle-class families), a difference in beliefs and cultural underpinnings, and a language which is not the usual medium for classroom instruction. Traditionally, these children have also faced additional handicaps because of negative attitudes of members of the dominant culture in charge of the educational program because of the length of the migrant period each year which causes many to enter school as much as six weeks late and to leave school from one to three months before the usual end of the school year, and because of the severe disadvantages associated with poverty circumstances.

Because the need remains to provide educational continuity for migrant children, this report contains a lengthy list of suggestions received by Laboratory staff members as they sought strategies to meet the purpose of the original program. These suggestions are discussed as to advantages and

as to problems, especially when costs are disproportionately great or when particular circumstances of the migrant trek would preclude use of the program or make its feasibility questionable. Recommendations are made, however, for at least a tentative approach, and in several cases, specific recommendations for implementation. The Laboratory staff also suggests a system of priorities which are keyed to several major criteria: rapidity with which the program could be implemented, readiness of participant groups (and especially of the Laboratory) to move in the needed directions, applicability of the idea to the trek conditions, and cost per student served.

Six principal programs are thus recommended:

1. The financing of a system of mobile schools, operated by Mobile Education Teams which would follow the migrant stream concentrations and serve preschool and school-age children at these concentration points, moving to successive concentration points as the "stream" crest moved. Individual teams might serve some of the same children at more than one such point, but they would be equipped with diagnostic measures to determine the readiness of each child for instruction in one or more areas, to prescribe appropriate learning paths and methods, and to monitor progress while the child was at that particular "school." Team composition would include homebase and receiving state personnel, trained in the systems and skills needed, to operate a cooperative program.

2. Continuation of the early childhood development and parental involvement programs at the McAllen Demonstration and Training Center, McAllen, Texas, at current levels to permit the continued development, improvement, and adaptation of the early childhood materials.

3. Financial provision for modification of Laboratory Grade 4 early elementary materials, integrating the separately developed materials in social education, language development, and mathematics for use in any school system serving migrant Mexican American pupils. This plan would expedite this program, making it available one year earlier.

4. Provision for supplemental financing for all, or selected parts, of comprehensive, long range program for development of Secondary Education for migrant pupils. This program, previously submitted in a special report to the Texas Education Agency, likely will be financed in part through contracts with the Agency, but the programs are needed now -- not only in Texas but in other states. Any additional financial support would permit more rapid development and installation.

5. Provision for development of parent education curriculum to be used to give guidance to parents of migrant Mexican American children as they seek to help their children develop cognitively, socially, culturally, physically, affectively.

6. Provision for peer tutors en trek for migrant students by the employment of "settled out" school-age former migrants to serve in the receiving school districts and perhaps move with mobile teams at least within larger migrant concentration areas.

Two suggestions for small-cost studies are made: (1) a study of the potentials of the "teacher exchange" system under which homebase and receiving state teachers would be given opportunities to see the situation from both sides and to participate in continuous education for some migrant students, and (2) a study of needs and problems associated with recruiting and preparing (through college preparation program adjustments) bilingual teachers for careers of teaching service to migrant and nonmigrant Mexican American students.

Rough estimates of cost are provided for each of the recommended programs, but in each instance there are possibilities for varying the proposal in ways which might gain further advantages with some additions in cost or which might surrender certain advantages if smaller resources were available.

These several proposals will not individually or collectively bring about a transformation of the educational program and its results with migrant Mexican Americans, but they are designed to accomplish important tasks. If successfully implemented, they will do much (1) to prepare young migrant Mexican American children for school and (2) to hold school-age migrants in the schools for a beneficial school experience. Readiness later for entry into vocational-technical or college programs should follow.

CHAPTER I
INTRODUCTION

In the summer of 1969 the Southwest Educational Development Laboratory, with support from the U. S. Office of Economic Opportunity and the Teacher Corps, undertook the implementation of a Mobile Head Start Program for Migrant Children. The Laboratory was to locate and recruit a group of migrant families with preschool-age children who would agree to travel together so that, during the period of their migrant trek, the children could be provided continuing experiences to enhance their educational and development. The program was conceived to last 18 months and would include three sequences:

- A summer program in 1969 in at least two "in trek" locations,
- Integration in 1969-70 school year with the McAllen Early Childhood Demonstration Center, also supported by the OEO and the Office of Child Development, and
- A summer program in 1970 in mobile situations.

The project was expected to have a number of advantages. Unquestionably the children involved and their parents would benefit. But it was recognized that the costs would not be justified if these benefits for a very small group were the only advantages. The benefits to the children, although important, were to be side benefits rather than the program's major purpose. The major purposes were to:

- Design instructional materials which could be used by children in migrant status through the intervention of teachers provided in a mobile or other pattern.
- Design test such materials to the extent possible.
- Collect and report information concerning the total migrant situation which would be useful in developing instructional materials and instructional strategies.
- Evaluate the effects of the mobile project as such.
- Propose strategies for the amelioration of the educational handicap incident to migration, low economic standing, and cultural differences.

- Provide training for Teacher Corps interns in a number of different roles. They would learn to write curriculum materials, to teach preschool-age children, to collect data, to interview, and to report.

In previous reports on this project the Laboratory has recounted many of the difficulties which were experienced in the first summer trek. The problems were concerned primarily with the side-benefit situations; but they had very important implications for efforts to solve the problems of educating migrant students of all ages. The Laboratory had provided information on most of these problems, and these reports are cited below.

Quarterly Progress Report, December 1, 1969:

Background for the Project
Goals and Objectives
Modifications of the Project Plan
Initiation and Organization of the Project
Implementation of the Project (problems)
Context Evaluation Findings -- Interim
(available schooling, housing, migrant wages, worker mobility, community and migrant attitudes)
Barriers Affecting Operation of a Mobile Educational Project
Implications and Conclusions to Date

Quarterly Progress Report, March 1, 1970:

Early Childhood Program Activities, October 1, 1969 - January 31, 1970
Administration and Organization
Instructional Materials Component
Staff Development Component
Parent-Community Involvement and Parent Education Component
Evaluation
Appendices of Teacher Corps Reports, Sample Materials Used at Early Childhood Center, and Center Organization Chart

Quarterly Progress Report, September 1, 1970:

Program Activities, February 1 - July 31, 1970
Evaluation Progress, Same Dates
Appendices of Teacher Corps Reports

PROGRESS SINCE THE LAST REPORT

Many experiences during the summer of 1970 were similar to those in 1969, but others were far more encouraging.

Favorable Developments

A number of changes in the team composition and arrangements for the 1970 trek resulted in far better operating conditions. The following conditions were particularly heartening:

- There was no substantial dissension within the group because roles were more clearly defined; there was more willingness to discuss problems frankly and constructively and to compromise differences. In addition, improved housing and other operating conditions removed many of the special irritants which caused escalation of minor problems in 1969.
- A better qualified teacher and better prepared curriculum writer were able to make progress in developing materials for use with migrant children and to test ideas in a mobile-class situation.
- Relationships with Michigan officials, good in 1969, were outstanding in 1970.
- The Teacer Corps interns were better prepared to make a contribution to the classroom situation and did so.
- Facilities for classes were improved at both sites in comparison to those used in 1969, and school operating personnel were even more cooperative than in the past.
- More interest was expressed in making use of Laboratory-developed materials and in making arrangements for mutual exchange of training programs for teachers and of instructional materials.
- Chamber of Commerce officials, local business leaders, union officials, growers, and crew foremen (as well as school officials) were available for interviewing by a two-man team from the Context Evaluation Branch of the Laboratory and members of the team in the field. In many of these interviews, conducted over a three-day period, frank discussions of strategies and needs were possible.

Difficulties

Despite the many favorable circumstances, there also were problems in the summer of 1970; and a number of these echoed 1969:

School Problems

> Despite major, persistent efforts beginning in January 1970, and continuing through July 1970, the Laboratory staff was never able to recruit the full number of authorized preschool-age pupils. Various factors appear to be responsible:

- Family travel patterns (as previously reported) are simply not sufficiently stable, determinable, or controllable.

- Growers prefer families with older children who can work in the fields, instead of attending school. Families with several preschool-age children are less preferred by growers.

- Commitments made by either growers, or families, or crew leaders are not lightly broken but neither are they considered completely binding. The Laboratory encountered a number of changes after the number of children needed had been recruited.

> Even the less-than-authorized school complement could not be maintained.

- An early maturation of crops at Berrien Springs caused families with approximately one-third of the enrolled pupils to move several weeks earlier than planned to the next school site. The school team had to be split to accommodate this development.

- Because of employer-worker disagreements, families with six of the preschool-age children left the project without notice.

> The requirements for training of Teacher Corps interns caused periods of excessive staffing for the school, leading to lost motion and some temporary stresses which were, fortunately, quickly handled.

Context Evaluation Problems

> Because of a number of problems the Context Evaluation activities were far less successful than hoped.

- The Context Evaluation Specialist returned to foreign service, accepting a position which permitted only a few days of notice to be given. It was not possible to replace him in the field.

- One of the three Teacher Corps interns left the project after only a short time in the field. The amount of context evaluation effort was thus drastically curtailed since this left fewer man hours for other activities.

- Interviews with families and school-age children as well as other Mexican Americans who had "settled out" were planned, and arrangements were made for the interns to be paid to conduct the interviews. Because of other circumstances enumerated, the interviews were not held so one significant source for information en trek was not utilized.

- Of 14 local school officials who made commitments to supply information on an extensive survey form, only four actually met the commitment. (This was affected, doubtless, by the loss of the Context Evaluation Specialist at a critical time.)

- Because of changes in pupils in the program, the planned testing program expected to provide information about pupil development was abandoned. No meaningful information could be derived.

- Because of events unassociated with the Mobile Migrant Project, Laboratory personnel could not visit workers in growers' fields nor at growers' camps. As a result, information which would have been developed informally (and by interviews) did not become available. This same situation precluded any attempts to develop a parental involvement program of any structured or continuing basis.

- Because of the scattering of the families and the loss of the children to the program, it was necessary to curtail the operation at the end of July so opportunity for context evaluation activities was severely restricted. Funding level precluded more costly alternative methods for collecting information which had been planned for collection by the field personnel.

- Because of the attempt to use Teacher Corps interns as interviewers in the Rio Grande Valley (Spring 1970), a great deal of time was lost in editing and coding the interviews collected. These are now (November) available for computer processing and cannot yet be reported. When processing has been completed this winter, information on a number of additional factors will be reported.

CHAPTER II
SUMMARY OF FINDINGS FROM CONTEXT EVALUATION ACTIVITIES

Much of the information previously reported about this project concerned special difficulties associated with organizing and conducting the mobile program. The descriptions provided in previous reports appear to need no repetition or further emphasis. However, other items concerning field situations which would affect the funding or implementation of future comparable projects do appear to need some recapitulation. In the following section, therefore, many of the facts previously reported are simply summarized and presented as a part of the obligation to report context evaluation findings.

Topics to be discussed are:

Migrant Housing
Health Services
Weather
Wages
Grower-Worker Relationships
Community-Migrant Relationships
Recreational Opportunities
Availability of Educational Opportunities
The Migrant Stream
Long Range Prospects

MIGRANT HOUSING

Housing historically has been a major area of deprivation for migrant workers en trek. Project context evaluation specialists and other team members found that housing in the picker camps ranged from inadequate to unlivable. (Some housing near canning plants was quite acceptable except when overcrowded because of large families.) Some of the facilities judged as unlivable were found at licensed camps.

Typical quarters were small, unsanitary, and crowded, with no privacy, no indoor plumbing, and no accommodations for storing personal belongings. In one instance a group of families in the project left the grower and the

project because of inadequate living quarters and failure of the grower to respond to specific complaints.

Just prior to the Summer 1970 harvest season a newspaper article reported that farmers in the Berrien Springs area had been asked to attend a meeting concerned with migrant labor conditions called by several interested state agencies. A Michigan health department official reminded the growers that as they built or remodeled quarters for workers, they should include provision for facilities for family dining, lights near showers, yard lights, and places for workers to hang their clothing. The perceived necessity for reminding growers of these basic needs perhaps puts the problem in adequate focus.

Michigan state laws governing migrant housing standards were renewed last year, but enforcement seems to be lax.[1] Shoddy conditions persist. More recently, a state law was enacted to provide $500,000 in matching grower funds to build or remodel migrant housing. The long range effects of this measure cannot yet be determined.

Homebase housing also is usually substandard. For example, the Texas Good Neighbor Commission in its 1969 Annual Report in a discussion of Current Developments reported as follows on housing in Texas:

> At home base the kind of housing the migrant has generally depends on what he can afford and since most of them earn less than the poverty level minimum, most of their homes grade from poor to deplorable. Although economic deprivation is the main cause of inferior migrant housing, we cannot rightfully overlook the part motivation and pride play. The examples are all too numerous of neighbors in identical circumstances, one whose house is constantly receiving attention and improvements, while the other just lets nature take her course. In populated areas of high migrant concentration. . . the migrants tend to settle in Mexican-American barrios where the housing is often inferior, but nevertheless it is tied in with municipal utilities and services which is not the case when we consider rural housing. This is very apparent in the Lower Valley,

[1]Texas also has en trek housing, of course. The Good Neighbor Commission reports that Texas has no law governing minimum standards for farm labor housing despite introduction of such legislation in the past five sessions of the Legislature.

> where although many have urban housing with public utilities, the major portion of the migrants live on the municipal fringe beyond the reach of utilities or in unincorporated 'colonias' which in some cases are a hodge-podge collection of shacks and houses with no utilities at all.

Inferior homebase housing hardly justifies the still less desirable grower camp housing. The homebase conditions are cited to indicate that migrant housing is a problem in virtually all states. Poor housing conditions degrade the occupants and the communities which assent to such housing.

HEALTH SERVICES

Health services are generally provided for migrants who succeed in getting to the health facility. For example, in Texas there are 26 local Migrant Health Projects, with 12 of these being integrated into local county health departments and the remaining 14 operating in counties which have no county health facility. The health centers are "almost equally divided between homebase areas" (the Rio Grande Valley communities) and the job areas (Texas' High Plains). The Good Neighbor Commission notes that the "actual case load is far heavier in the Valley as the migrant population density is higher there." The Commission report notes, however:

> In answer to the query, 'What has been accomplished in over seven years?' (since the Migrant Health Act of 1962), we can say that the program is off to a good start and some progress has been made, but it has been found that the language barrier, ignorance and suspicion, in some cases even resentment, are problems requiring more time to overcome than had been anticipated. The use of a bilingual approach by staff and having the individual health history forms printed in both languages has proved to be of great help in bringing the migrants into the program; but it doesn't end there; we must produce.

En trek migrants do find health clinics available in most major migrant labor areas. But illness remains a serious problem for the families and a major impediment to education of the migrant children. Sickness spreads

rapidly in a crowded migrant camp with minimal sanitation facilities. One ill child may eventually account for a large number of absences from school (and from the fields). Parents, with neither the free time nor the transportation to take children to the health clinics, are under considerable pressure to wait for time to overcome what may be hoped to be a temporary and minor illness. Difficulties of access to grower camps faced in many areas by staff members of the social service agencies which seek to improve conditions for the migrants, contribute to such delays and to the lack of awareness of many migrant needs which might otherwise be met.

In the mobile school at Berrien Springs in the summer of 1970, for example, illness was a major factor contributing to irregularity of pupil attendance and fluctuation in overall attendance levels. On "good days" attendance might be 15 pupils; on one day attendance was zero. Project staff members were unable to enter the grower camps to determine the exact cause of absences or to discover illnesses in early stages.

One project staff member reported:

> There were the usual problems you have everywhere in regards to a poor person getting medical attention when it is needed in a hurry. Red tape and cash in advance [were] the usual problems with the hospitals. The clinic for migrants started registering at five but the doctors were not there until night. . . There were no regular nurses on duty in most migrant programs. A nurse came once a week. I heard that budgets were cut, and there wasn't sufficient money for an R.N.[2]

Another student of migrant problems has reported the difficulties of health problems for the migrants:

> Outside of the education of migrant children and the training of their parents, the greatest need is for adequate health care. Often they lack the sort of information a public health worker

[2]Notes from Project files.

> could provide -- how to treat an insect bite, a burn, a scratch, a bruise. There are many accidents such as cuts, bruises, burns, as well as those that are more serious. Impetigo and diarrhea are common. . . In some places the migrant must show proof of his ability to pay the doctor before he will be treated, regardless of the seriousness of the illness or injury. Other times migrant parents wait long hours in an emergency hall of a strange hospital until their child can be seen.[3]

Elsewhere the same author comments on cultural barriers which are often ignored or not understood by health service workers (and others) who fail to perceive the differing concepts as to modesty, particularly as held by migrant women.

At homebase the Mobile Migrant Project staff for parent involvement activities (composed of Teacher Corps members and the regular parent involvement staff of the Early Childhood Demonstration Center at McAllen) was able to develop considerably greater use of health facilities at homebase by parents of children in the Early Childhood Demonstration Center. En trek these activities could not be continued because the Teacher Corps interns were not permitted to visit the camps. Much remains to be done before adequate health services are truly provided.

WEATHER

Previous progress reports discussed in detail the unpredictable and most detrimental element affecting stability of pupil population for the Mobile Migrant Project: weather. Bad weather encouraged and prolonged illnesses, reducing attendance. When weather kept parents out of the fields and children were not ill, the parents often used the work-break to do shopping chores which required them (or encouraged them) to take the children along.

[3]Myrtle R. Reul, Sociocultural Patterns Among Michigan Migrant Farm Workers, Michigan State University, Rural Manpower Center, July 1967, Special Paper No. 2., 35 pp. Page 33.

Even more critical was the effect of weather on crop maturation and the availability of work for the migrants. Favorable weather might advance maturation of crops while unfavorable weather might retard or even destroy crops, thus eliminating the need for migrant workers. The length of time migrants stay at a particular site, the date of their arrival, and the date of their departure is controlled more by weather than any other factor. While to some degree the weather is predictable, the vagaries of weather still control the trek routes and schedules and the income potentials of migrant workers.

Weather also can affect grower-worker relationships and levels of trust. The grower necessarily places his work orders on assumptions as to weather. One instance was observed first hand by project staff of a grower, who frustrated and irritated by effects of ruinous weather on his crops, disregarded the equally ruinous effects of his changed situation on the migrant workers who had responded to his work orders.

WAGES

The Laboratory previously has reported that median family income for the migrant trek period for a number of families interviewed in the McAllen area was $3,000. This low income (for a family-group of workers for up to one-half of the year) is not adequate for family needs and leaves virtually nothing for the purchase of books and supplies required to place smaller children in migrant-trek educational or day care programs.

Moreover, disputes as to wages between growers and workers is not infrequent. Misunderstandings of the terms, including specific provisions for withholding rental payments for grower protection against premature worker departure and other withheld amounts for similar purposes, contributes to difficulties. Migrant workers frequently are not protected by state law

from inequities in wage payments or wage levels. Michigan's minimum wage law, for example, provides for substitution of piece-rates for the minimum wage on certain crops to workers of "average ability and diligence," enabling the migrant to earn amounts far in excess of the minimum wage. If, however, the crop is sparse and the harvest poor, the migrant earns less than the minimum wage so long as he remains at work in the area.

If homebase wages were adequate to make the difference between marginal living standards and poverty living conditions, the migrant wages also would be a less serious problem. But the Texas conditions are not favorable. The Good Neighbor Commission report again points up the problem by comparing wages of factory workers, nationally, the national farm workers wage levels, and the Texas farm workers' wage levels.

COMPARISON OF HOURLY WAGES OF TEXAS FARM WORKERS AND OTHER SELECTED GROUPS, 1965-1969[4]

Employment Group	Hourly Wages of Groups for Years: 1965	1966	1967	1968	1969
Factory workers	$2.61	$2.72	$2.83	$3.01	$3.28
National farm workers	1.14	1.23	1.33	1.43	1.59
Texas farm workers	.96	1.04	1.16	1.23	1.31

Lest this comparison be misunderstood, the Commission report notes that Lower Rio Grande Valley wages are approximately 25 percent below the state average figures shown in this table. While the Commission report concludes that the economic position of the migrant worker varies widely "from desperate poverty, up to poverty level and up to comfortable security," it finds that "there are too many in the first group and too few in the last group, thus

[4]Texas Good Neighbor Commission, Texas Migrant Labor, Annual Report, 1969 (Section on Current Developments, page 20.)

our programs for assistance and training should continue at the highest priority until we have a majority of these people at the comfortable security level."

GROWER-WORKER RELATIONSHIPS

Relationships between growers and workers range across a wide spectrum. Where the grower provides adequate facilities and wages and evinces interest in the workers by honoring commitments, grower-worker relationships are more likely to be sound. Where the grower is harsh in his treatment (or appears to the worker to be), or partial in his assignment of available work, the migrant feels no obligation to honor his work contract and may move to more acceptable jobs.

Yet commitments obviously are honored by both growers and workers in many instances. In interviews conducted by project staff in the McAllen area in an attempt to identify families with preschool children who would band together for the Mobile Project, migrant workers repeatedly indicated they had made prior and direct commitments to particular growers and would not go elsewhere. Certainly this commitment indicates that many growers and workers have established mutual trust and confidence. On the other hand, one grower who at first indicated willingness to accept the project with its small number of adults and large number of children decided the burden on housing and the low-level of crop production was too large a handicap. The grower, therefore, gave notice that the prior arrangement would not hold; and the project staff encountered directly a small part of the frustration which migrant workers often encounter. The project staff had to break the news to families who had agreed to the project on the basis of the grower's prior commitment.

In two areas where the project operated in Summer 1970 the two extremes of relationships were probably observed. The project staff reported that workers at one camp in the Eau Claire area experienced broken commitments, squalid housing conditions, and unreasonable attitudes toward worker's simplest requests. On the other hand, another grower considered Mexican American migrants the best workers available, and his attitude was reflected in his treatment of the migrant Mexican Americans from the Texas Lower Rio Grande Valley.

To a considerable degree the attitude of growers in some areas toward persons they call "do-gooders" probably indicates the difficulities in grower-worker relationships. Where social workers, school officials, and others who seek to improve the lot of the migrant worker are unwelcome in the growers' campsites, it is unlikely that the grower will have favorable relationships with the migrant workers in the camps. On the other hand, accessibility is not a guarantee of good relationships.

COMMUNITY-MIGRANT RELATIONSHIPS

In the absence of direct research, using valid instruments, conclusive statements about community-worker attitudes should not be made. However, some inferences can be drawn from various situations observed by project staff and reported by local residents in discussions with members of the project team. Moreover, there is at least face validity in some conclusions which appear to rest on the nature of the migrant operation.

Apparently migrant workers experience little integration into the community. Migrants are transient, preoccupied with their own numerous problems. They are bothered by physical fatigue from strenuous labor over many hours each week. They have a need to accumulate in a relatively short period

enough funds to survive when they return to the homebase. Their attitudes toward work and survival necessarily reduce their concern with community attitudes and community services in the fields of education and even of health. Certainly their concern with larger community issues is minimal. In general, they form no binding ties to a particular community, have no right to vote there, and avoid involvements in the life and governance of the community -- unless it becomes a possible point for "settling out."

Their contribution to the community is primarily economic. They provide a labor force and buying power. The community's contribution to them varies widely and is largely dependent upon federal funding at many points. At other points the community responds with many extra services, derived from the hearts and energies of the community citizenry.

The community of Berrien Springs, for example, is trying to meet total family needs of migrant workers. The Mobile Migrant Center is an attempt to unite all agencies serving migrant workers, to coordinate efforts and avoid duplication. Federal, state, and county agencies are involved. Local private and church-funded organizations also contribute to the efforts. One Center objective is to encourage migrants to upgrade their children's education. Center directors were reported by project staff to wish to use improved materials or programs in their preschool, elementary, and other educational programs. They expressed keen interest, for example, in Laboratory materials; and they made facilities fully available and offered the greatest possible cooperation to the Laboratory team.

The Center provides a wide diversity of services: health, legal aid, social security, vocational rehabilitation, education, employment, and recreation. The Center aims to benefit growers, workers, and the community -- the permanent residence of the growers and the temporary home of the

workers. The handicap which Center workers face in visiting the camps and serving the workers is a most unfortunate, although understandable, situation.

Another active group seeking to assist the migrants is the United Migrant Opportunities, Inc. (UMOI). The Grand Rapids branch office of UMOI, headed by a "settled out" migrant, extends help in many ways. It sponsors day care centers and adult education programs in reading, writing, and mathematics.

At Holland the attitude of growers generally was extremely positive, indicating that community-worker relationships in this area are quite sound.

RECREATIONAL OPPORTUNITIES

The lack of adequate recreational opportunities for migrants was described in earlier reports. There are, however, dances and open houses at community facilities which are well-attended some times and virtually not at all at other times. One well-meaning group held a dance for the teenagers on a work-week night, and attendance was predictably low.

The school programs for migrants in the summer frequently provide recreational activities in the same facilities, scheduled immediately following the educational program. However, they normally provide no recreational activities for the parents, an understandable situation since the parents are not seen as a school responsbility. The impediment to parental involvement activities associated with grower unwillingness to permit access at campsites to "do-gooders" further reduces the opportunity to provide recreational activities for the adult members of the migrant families.

AVAILABILITY OF EDUCATIONAL OPPORTUNITIES

During the regular school terms, migrants of school age are required to attend the regular schools of Michigan and many other states. During the summer months Michigan operates about 40 programs for migrant children from

kindergarten through Grade 6. These programs cover periods of from four to 12 weeks and are tied to the crop situations in the various communities, operating during the periods when migrant families are present in the communities.

For example, a daytime program at Berrien Springs during the summer of 1970 provided educational activities for children up to approximately age 13. At night the community provided a youth education program for young people aged 13 to 21. A total of 172 enrolled in the program, with approximately 100 attending regularly. Fourteen received credit for high school courses. The program was coordinated through the Diocese of Lansing and the Model Migrant Center.

The Eau Claire public schools (whose facilities were used by the Mobile Migrant Project) have operated a migrant project under Title I Migrant Funds for the past four years. During school year 1969-70, 97 migrants and 533 nonmigrants were served. Summer enrollment included 100 migrants. Although three persons recruited children for this program, the principal estimated that no more than 60 percent of the eligible migrant children were actually enrolled. He has suggested greater emphasis on recruitment by extending hours for the program to start at 6 a.m. and end at 5 p.m. to relieve parents of concern during the hours not now covered, by paying crew leaders to bring the children to the Center, and by conducting field trips three days per week and giving swimming lessons on two days per week. The program uses curriculum materials from the Miami Linguistic Program and the Michigan Migrant Primary Interdisciplinary Project (MMPIP).

The Model Migrant Center at Berrien Springs was funded last year to operate a migrant school project. In addition to the youth education program mentioned above, the Center served pupils from ages two and one-half to 11.

Officials of the Center estimate that about 70 percent of the eligible children are actually enrolled. The MMPIP and Miami Linguistic Programs also are used in this Center.

THE MIGRANT STREAM

Earlier reports have included discussions of the concept of "stream," reflecting the belief that this is a misnomer causing misunderstandings of methods which may be used to provide educational continuity for migrant children. Efforts by the Laboratory to identify preschool children for the Mobile Migrant Project pointed clearly to the fact that the "stream" consists of tiny rivulets which start and stop at different times and places, meander, join, separate, and vary widely in volume at different times and places. This variation, affected by weather, relationships, occupational opportunities, and numerous other factors, virtually eliminates any opportunity to establish a Mobile Migrant Project of the type attempted with preschool age children. Following specific children from site to site and returning with them to a particular homebase school, logical under a "stream" concept, is seen as virtually impossible when the nature of the variables in travel patterns are more fully understood. While it would be possible to assign persons to train children wherever they go, the costs would be staggering and the results probably would still be highly questionable.

LONG RANGE PROSPECTS

> Every year sees more consolidated farms and more automation in every crop. In Michigan by 1970, half of all crops will be harvested by machinery. This will mean a drastic reduction in migrant farm labor. There will be a need to find 'year-round work,' or to find another type of employment.
>
> A very small number of migrants are in the streams because they could not tolerate the confines of another type of work. Most migrants would like to 'get out of the rat race.' They do not see

> any future continuing in this sort of work. They know they cannot afford the high cost of transportation and the uncertainty of work. They want their children to have white collar jobs, to go into the professions. Migrants are asking only for the right to work and support their families to improve their own lot.[5]

But the solution is not readily at hand. The Texas Good Neighbor Commissio in the report previously cited points up the dilemma:

> Lacking any labor intensive industry the Lower Valley (of the Rio Grande) is not able to absorb even its own natural growth, so for many years there has been a constant and continuous outmigration to the Panhandle-Plains area and also toward the interior of the country. . . .For purposes of economic practicality, emigration of Mexican-Americans from the depressed areas of South Texas can be expected to continue. For himself, the emigrant holds hope for some personal betterment and at the same time his departure helps somewhat to relieve the pressure of poverty in the area. However. . . moving away . . . is [not] the panacea. . . . [The migrants] realize that they are unprepared for other work and further realize that even with a skill one wage earner cannot maintain a family of ten. They are also aware that the northern fields afford the only source of job opportunities for the whole family, where four or five producers working four or five months can earn more than a father working twelve months at home.[6]

Interviews conducted in Michigan by project context evaluation specialists indicate that mechanization is gradually replacing the need for migrant workers. In 1967 approximately 80,000 migrant workers were present in Michigan. The number was near the same level in 1970, but cherryshakers and other harvesting equipment is more and more evident. No precise estimate is available as to the future of mechanization and of the migrants who will be gradually displaced. It is apparent, however, that migrant workers will be needed for some years to come, but in decreasing numbers. To a degree, understood even less adequatel than in Michigan, the same process is occurring in other states which now receiv thousands of migrants. Organization of the migrant workers almost certainly wil

[5]Reul, op cit., pages 30-31.

[6]Good Neighbor Commission, (Section on Current Developments, page 21.).

encourage many growers to experiment with mechanization. Although labor costs often are seen to be very small portions of final market price, the marginal effect of higher wages or better housing requirements, more health facilities, and more recognition of educational needs may well speed-up the process of finding acceptable mechanical means to reduce the dependence on migrant labor. "Settling out" to operate such equipment will also have some, undeterminable effects on the volume of migrants in the years ahead.

The pace of mechanization is not, however, so rapid as to justify any belief that the migrant labor problem can be ignored. It clearly will not be solved for the adults now in the stream; nor will their children be adequately prepared for the changes they must face unless there is direct and adequate intervention by some means which meets the needs of the adults and of the children.

CHAPTER III
THE CONTINUING NEED AND ALTERNATIVE SOLUTIONS

The experiences of the Laboratory provide compelling evidence that a mobile project which attempts to follow specific students and provide educational intervention for them is doomed to fail. However, this finding does not eliminate the imperative need for other means of providing continuity in education for these children. Although the figures are not unfamiliar, perhaps it is appropriate to restate some of the reasons for the keen interest in finding viable solutions to the education of migrant students and their parents.

THE CONTINUING NEED

In a long range study conducted by the Laboratory for the Texas Education Agency, migrant and nonmigrant children from low socioeconomic Mexican American backgrounds in the lower Rio Grande Valley were tested over a period of several years to determine their academic achievement as they progressed through school. The test results left no doubt that the disadvantages of interruptions in education experienced by migrant children is a severe handicap contributing to their educational lag behind nonmigrant children in otherwise similar situations.

While migrant pupil achievement was below that of nonmigrants at Grade 3, the disparity increased as the pupils advanced from Grade 3 to Grade 5 and Grade 7. Moreover, the problem is accentuated by the higher drop-out rate of the migrant students. The disparity is greater between migrants and nonmigrants even when the slower migrant students fail to remain in school and only the brighter migrant students are survivors to be included in the comparisons.

At the third grade nonmigrant students were six months below grade level on national norms; the migrants were eight months below. At the seventh grade the nonmigrants were approximately 18 months below grade level, the migrants were almost two years below. Projected through the 12th grade, the nonmigrants would be approximately two years below grade level while the migrants would be from 2.7 to 3.0 years below normal achievement level. (A longitudinal study completed in 1970 confirms these findings are still valid and that changes of recent years have not improved the standing of 1970 third grade students as compared to third grade students of 1966-67 or Fall 1968. Similarly, the disparities for students in the fifth, sixth, seventh, and eighth grades provide no basis for optimism.)

In another phase of this study the Laboratory compared the effects on migrant students of intervention during the period they were en trek. Although no information was available as to the precise nature of such intervention, it was possible to identify a random sample of migrant students in grades three, five, and seven who had attended some form of school during the trek and another sample who had not. During the 1968-69 school year the students who had received the intervention grew 85 percent of a full year of academic achievement. The students who had not received any intervention increased their educational achievement only 58 percent of a full year of academic achievement. Interviews were conducted in the spring of 1970 with a number of the students in each of these samples and with their parents, but results have not been analyzed and cannot be reported at this time. Results are expected to be available early in 1971.

Other studies by Texas groups have indicated the problems of school dropout for these students. Of 65,000 migrant students identified in a Laboratory survey in districts serving such students, only 14 percent were enrolled in the upper six grades of school. A special survey in 1968 by

the Texas Governor's Committee on Public School Education reported that of each 100 Mexican American students enrolled in the first grade, only about 20 graduate from high school. For the top six grades, the Committee reported that drop-out rates for Anglo students were 19 percent, for Negroes 27 percent, and for Mexican Americans 34 percent. The cumulative effects of academic retardation at the early ages due to language barriers and cultural differences and of migration and its accompanying discontinuity in educational opportunity, are simply too great for many migrant Mexican American pupils. The Laboratory has estimated that graduation from high school is achieved by as few as four or five percent of those who enter the first grade of school.

The migrant Mexican American child typically receives instruction in an unfamiliar language, finds his culture rejected by his teachers, may find his use of his native tongue is actively discouraged by school personnel (and until only a few years ago, prohibited). He may encounter teachers who are unfamiliar with his cultural heritage and perhaps disdainful or antagonistic to it. Often the teacher is unable to converse with him in his own language, and this becomes particularly true when he begins the migrant trek and leaves the Rio Grande Valley schools where there are many who are able to speak Spanish. The traumatic experience of changing schools is generally recognized when middle-class Anglo parents consider relocating for job or other reasons. The migrant child is, of course, constantly faced with this problem and with the additional experiences of meeting persons sometimes hostile to his entry into the school.

Because the child is destined for a school system in which ability to speak English is a tremendous advantage, opportunity to learn concepts and develop learning skills prior to entry in regular public school programs is extremely important for the migrant child. Findings of scholars have clearly

substantiated the ability of children to learn and retain information and skills at early ages, two through five. Moreover, studies have indicated that the child typically develops about 80 percent of his intellectual development in his first six years.

The Laboratory's own early childhood development studies, and the evaluations of results at its centers clearly show that early intervention is important and permanently beneficial. Thus far, however, there has been no successful plan for meeting the interruption in educational development associated with migrancy. Constructive attention must be given to this problem. Society simply cannot write off the lack of opportunity which now creates so many problems for the migrants and which will bring equally grave problems for the whole of American society if solutions are not found.

ALTERNATIVE STRATEGIES SUGGESTED TO ELIMINATE EDUCATIONAL DISCONTINUITY

The Laboratory's involvement in this project and in a series of studies for the Texas Education Agency has brought to the Laboratory staff a number of suggestions for ways to provide educational continuity for migrant students to replace the discontinuity which now so badly hampers their educational progress. Interviews with educators of other states concerned with migrant education have been the source of suggestions; so, too, have been conferences in the Rio Grande Valley with local school administrators and teachers; conferences with key staff members of the Texas Education Agency; and numerous conferences among Laboratory staff members themselves. In the summer of 1970 interviews were held with representatives of migrant programs of the state education departments of New York, Ohio, and Michigan. Continuing contacts with representatives of other states have been made at the annual migrant workshops held at McAllen, Texas.

A fairly wide range of ideas has been discussed. Most have benefits and disadvantages. There appears to be no single concept which can be advanced as "the one, perfect answer." However, there are several approaches which seem to have high potential for amelioration of problems cited above. Some ideas would serve as viable stopgap measures until better programs can be developed, but both comprehensive and immediate benefits can be derived from implementation of certain of the strategies which, in the following discussions, will be elaborated in more detail. In general, the pros and cons of the strategies will be indicated to the extent reasonable in a document of this type.

For preliminary discussion purposes, the strategies may be classified in terms of the clientele with whom the strategies deal directly:

a. Staff Development (dealing with the teachers and support personnel)

b. Parental Involvement (dealing with the parents)

c. Instructional Materials and Learning Systems (dealing with the children)

d. Teaching by Extension and/or Correspondence (dealing with the children)

e. Context evaluation and research (dealing with program planners and decision makers)

STAFF DEVELOPMENT

At the present time teacher preparation programs in most institutions are not keyed to the teaching of children whose cultural background and socio-economic status differs from the middle-class norms typical of the teacher's own background. To teach children from a Spanish-speaking home during six and one-half months (the typical school year for migrants) requires skills not necessarily included in those developed by the teacher trained to teach the English-speaking middle-class child. The culture of the Mexican American

child, his customs, the attitudes of his family, the relationships within that family, the family pattern of talk (or lack of talk), the difference in unprogrammed interventions (such as the television and radio in the middle-class home or the family visits to theaters, museums, parks, musical performances, and many other activities usually outside the experience base of the low income, migrant Mexican American), and numerous other differences are sometimes unrealized by the teacher trained for the middle-class school setting. With the best of intentions, the teacher without special training is prone to reflect attitudes, to express ideas, to use voice tones and phrases, to apply classroom sanctions and to grant privileges which -- consciously or unconsiciously -- stress the goodness of the dominant Anglo culture and the undesirability (or at least the strangeness) of the culture of the Mexican American child.

It is not surprising, therefore, that recurring suggestions are made for the preparation of teachers and school supportive personnel to equip them with skills and understandings which will reduce the void in understanding and permit the teacher to reach Mexican American migrant children with the warmth and appreciation they need at least as much as the child of the middle-class Anglo home. This preparation requires, for many teachers, instruction in the use of Spanish. For others it requires the development of knowledge and understanding of the underlying culture of the Mexican American migrant child. For others it means a completely new comprehension of teaching. Educators have frequently expressed these needs in such proposals as:

1. Provide bilingual teachers for summer programs and for year-round programs conducted in receiving states. For example, a special program consultant of the Ohio Education Department indicated that he would like to see one bilingual teacher (Spanish-English) in every school district. The number, obviously, would have to be related to needs -- the number of children -- to achieve the purposes he sought.

2. Train teachers and counselors (and other personnel) at homebase sites and at receiving school sites in migrant problems and situations which prevail at the homebase and receiving sites.

To facilitate this type of training, the following suggestions have been advanced:

1. That the Texas Education Agency contract with the departments of other states to:

   a. Establish an exchange program to train Texas bilingual teachers in migrant en trek problems and to train receiving states' teachers in migrant homebase problems.

      Texas teachers would travel to receiving states during the migration periods (as about 24 now do each summer as observers) to serve as teachers alongside receiving states' teachers and provide a bilingual link between the teachers and the students, to provide a basis for continuity in the teaching program for the children, and to learn about en trek problems.

      Receiving states' teachers would join Texas teachers in Rio Grande Valley schools during the winter homebase period. They, too, would provide a means for continuity in the education of the migrant child; they would gain bilingual proficiency, and they would learn of the homebase life and culture of the children.

      Both groups of teachers would gradually establish contacts with teachers in the homebase or receiving states to whom they could write for information about particular children or particular educational programs needed to meet their responsibilities to the migrant children.

2. That elementary and secondary bilingual teachers be recruited and trained to the needs and problems of migrant students. Provide special training in:

   a. Characteristics of migrant families and their children.

   b. Strategies being used, or which should be used, with migrant students.

   c. Necessity for and the means of involving migrant students in extracurricular school activities.

   d. Necessity for and the means of achieving an effective parental involvement program.

3. That "settled out" migrants be recruited and trained as paraprofessional aides or even as teachers to work with migrant students. Teachers working with such paraprofessionals presumably would acquire understandings which now elude them; and students would have access to sympathetic persons who would provide a bridge to the teachers. Another source of employment for "settled out" migrants would be provided also.

4. That peer tutors be recruited and trained to assist teachers in working with migrant students. The migrant peer, called upon to assist other migrant students, might be expected to learn more comprehensively and intensively the materials he is supposed to learn; and his better identification with migrant students he is tutoring would provide a two-way bridge between students and teachers and between students and the behavioral objectives of the instructional program. Income for the tutors would relieve some of the family financial problems.

Staff Development Plan No. 1 -- These proposals have much merit; they also have complicating difficulties. Although teachers sometimes express interest in year-round employment and interest in understanding the language and the culture of their students, they also frequently have hometies which would be severely strained if they were forced to operate away from their own homebases for periods of five or six months. The plan for exchanging teachers is, in reality, not a plan for exchange, but a plan for supplementing the number of trained teachers at homebase and en trek. There would be many advantages from this program, including improved teacher-pupil ratios; but there certainly would be substantial increases in costs. With more teachers, with travel expenses, with family separations for the teachers, it is apparent that costs would rise dramatically.

For costs to be kept within reasonable bounds, the program would require limitations. Perhaps the establishment of ratios of supplementation would be adequate to keep the costs within bounds; but such limitations would also greatly curtail the benefits of the program. The current plan under which Texas sends 24 teachers from migrant schools to observe in other states is an example of a program with values only partially realized because the number of teachers participating is so small. Several of the districts which send such teachers have teaching staffs of several hundred teachers. Some districts which probably should be strongly represented are unlikely to have more than one or two teachers in the normal summer complement for the program.

Others probably with equal need for teachers with these experiences may have no such teachers in the program.

A number of incidental problems might also create severe stresses. Differences in rates of pay for teachers between Texas Rio Grande Valley districts and districts in major receiving states could pose difficult problems. If the district sending the teacher remained responsible for salaries, the benefiting district (in terms of teaching hours) would over-the-year come out with off-setting benefits in hours if teachers were exactly exchanged. But this would be difficult to achieve. If the states balanced out the payments, or required this from migrant funds, Rio Grande Valley districts would face pressures to increase rates beyond those now needed to recruit teachers. Taxpayers would view this less than enthusiastically. The same sort of problems might occur on expense allowances. In addition, competition for the transfer positions might be intense in some districts while in others there might be a complete lack of interest in the plan.

The recitation of such problems is not intended to indicate the plan could not be made to work. But the problems do indicate the need for careful planning, prefixing of limitations on costs if necessary, agreements on salary arrangements and on travel expense provisions, agreement on eligibility standards, firm guidelines for exchanges between states or between school districts, and similar matters.

For these reasons this plan -- which again, it should be emphasized, has merit -- probably cannot be rapidly implemented.

Recommendation: That an exploratory study be financed by allocation of migrant funds to a small study committee composed of state education department officials representing several homebase and several migrant-receiving states. The committee should identify problem situations and propose guidelines for implementation of the plan on some evolutionary basis.

Staff Development Plan No. 2 -- The second of the staff development suggestions (recruiting and training bilingual teachers) also has inherent difficulties. If the plan presumes use of fully certified teachers, it must depend on a very limited supply. Moreover, the supply of native Spanish-speakers is likely to increase very slowly unless special incentives are offered. There are some questions also as to whether conventionally-trained Spanish-speaking teachers would actually be able to meet the needs of students from migrant homebase areas. If native speakers with teaching certificates can be found, they may need relatively little training of the types contemplated. However, if the recruited teachers must be taught Spanish and be given the training required to acquaint them with the cultural and other differences, the process will inevitably be a slow one.

Should this plan be construed as calling for revisions in teacher training institutions, preservice preparation programs, prospects for prompt action presumably would be slight. Changes might be expected in a few institutions each year, but no major improvement could be expected from this program unless financial incentives were provided to both prospective teachers and the teacher-preparation institutions.

Recommendation: That appropriate federal agencies initiate exploratory discussions with state departments of education to establish plans for providing in selected teacher preparation institutions approved programs for training elementary and secondary teachers in the suggested patterns. The discussions should seek to establish the level of incentives which will be needed.

Staff Development Plan No. 3 -- Project staff members encountered a number of "settled out" migrants in Michigan during the course of the summer trek of 1970. In many areas the numbers of these former migrants is fairly large, sometimes running into the hundreds or even thousands of persons. It seems possible, therefore, that some of these former migrants could be re-

cruited to shift into education jobs in order to help persons still in the migrant stream. To achieve this plan would depend largely on the availability of funding for use of these persons and for any specialized training they might need.

Recommendation: That special allocations should be made to receiving states to increase substantially the number of former migrants who serve as teacher aides, counselor aides, parental involvement liaison aides, nursing aides.

In addition to the direct service these aides could provide, their use in this capacity would provide incentive to other migrants to pursue their own educations so that they could qualify for such positions. If sufficiently encouraged, many would probably find ways to remain in school until they could qualify for higher level professional positions in teaching and other fields.

Costs for this program could be wide-ranging. A pilot program probably could be financed from existing funding.

Staff Development Plan No. 4 -- Recruiting and training of peer tutors from among migrant students to work with other migrant students appears to be a particularly sound way to achieve a number of important purposes. Implementation of the plan would provide earned income to families greatly in need of such income and increase the sense of worth of the students and their families. It would provide incentive to other students who might in the future qualify as tutors.

Costs for this program, if fully implemented, would be very large. However, it is subject to easy limitation during pilot tests. In a separate report to the Texas Education Agency the Laboratory has suggested such a program should be based on paying the peer tutors about $15 maximum per week for 10 to 12 hours of tutoring. Both teachers using peer tutors and tutors should receive preliminary training for their roles and the best way to work

together. If several school systems combined resources to obtain such training for consultant-supervisors who would, in turn, train teachers and peer tutors in the separate districts, the costs for training could be held to small amounts per teacher/tutor team. Costs for peer tutors also could be limited by restricting the program to a selected number of grades or to classes within grades until its value had been proved in the pilot tests.

In receiving districts, the major factor will not be costs if migrant students are used as peer tutors. Such students usually will not be available long enough to permit adequate training and use over a time period long enough to justify the training cost for the peer tutors. For receiving districts use of peer tutors apparently would have to be based on a plan to use "settled out" student-age former migrants who are no longer following crops or whose pattern of following crops can be tied into a schedule of other mobile activities. If a sufficient number of peer tutors could be located to provide one for each four students, costs could be estimated on the basis of two and one-half hours per week for each student receiving the tutoring. The tutor would then earn $15 weekly. Thus, a receiving district with 100 migrant students might wish to experiment with 25 "settled out" peer tutors at a cost per week of $375 for the number of weeks migrant students would be in the receiving district. In addition to this cost, it would be appropriate to add and prorate the cost to train the peer tutors for perhaps a two- or three-day period and to train teachers to work with them. Approximately six teachers might work with the 25 peer tutors so a program to provide tutorial services to 100 migrant students might be priced about as follows:

Number of teachers	(payment for substitutes during peer tutor training period of 3 days) 6 teachers x 3 days x $30/day	=	$ 540.00
Peer tutors, 25.	Training 25 x 3 days x $1.50/hr.	=	112.50
	Tutoring services 25 x $15 x 6 weeks	=	2,250.00
			$2,902.50
	Per student cost (÷ 100) for 6 weeks	=	29.23
	Per student cost for 6 months, $29.23 x 4	=	116.92*

*Estimate assumes training costs will be repeated each six weeks, or equivalent during the approximately six months migrant period.

Recommendation: That receiving school districts, through assistance of state departments of education, should be encouraged to experiment with peer tutor programs where large numbers of migrant students customarily are in the receiving district for a period of four or more weeks.

Specific allocations of funds to encourage the experimentation should be planned, and specific arrangements should be made at the state level to provide preliminary training in the system at regional centers serving a number of migrant host districts.

During the summer the "settled out" migrants would not be in school and could be used for the full school day. If the plan to use them should be successful, each tutor might work full time as a tutor instead of doing field work. His earnings then might be about $60 per week, a wage more profitable to him earned for services more profitable to his peers. The benefits previously enumerated for the peer tutors would, under this plan, go to "settled out" migrant students. The benefits from increased opportunity to learn and achieve for the migrant students would still be available to them.

Staff Development Plan No. 5 -- A fifth plan relating only to staff development was recently proposed as a means of training day care center aides operating with the United Migrant Organization at centers in homebase areas. The aides later move from site to site to serve preschool age children at areas of migrant concentrations. Under the plan, now operating on a limited scale, aides in this program may be trained in San Antonio at a

Laboratory Early Childhood Development Center and at Our Lady of the Lake College. The brief training program would be designed to give aides a background in child development and to give them actual experience with the Laboratory's Early Childhood Learning System.

Because the Laboratory's Early Childhood Learning System is based on carefully sequenced materials for children aged three, four, and five, and is intended to be used for a full school year in a carefully prescribed pattern, this plan is not suitable for the day care centers. However, the aides will be able to draw on their training experiences to enrich the development processes for some of the children in their care. (If later this learning system may be adapted for individualized application on the basis of diagnostic results, it would become possible for these aides to use the present program effectively.)

A similar plan for training aides used in other school or day care situations could be implemented if adequate funding were provided.

PARENTAL INVOLVEMENT STRATEGIES

Several basic approaches to parental involvement and parent education are frequently proposed. At homebase in McAllen the parental involvement staff for the McAllen Early Childhood Demonstration Center and the Teacher Corps interns for the Mobile Migrant Project were able to implement one of these. They conducted an extensive program of contacts with parents, worked with social service agencies to provide numerous social services in the health and welfare fields, and brought teachers and parents together in numerous interaction situations. This type of program could not be implemented en trek except as parents on bad weather days could visit special centers established to provide such services. At some trek sites the families could be visited; at others, grower antagonism to "do-gooders"

prevented camp visits which could be a major means of delivering health services and other services to the families.

There is an obvious need to overcome the en trek problem of providing these services to migrant families. A danger also exists that if growers who prevent such services do not revise their patterns of operation, the migrants will reject them as employers. There is also concern that epidemics or other unfortunate developments might precipitate more drastic developments. The appropriate means for correcting these problems is not apparent. Probably correction depends largely on local initiative combined with federally provided incentives.

Recommendation: That continued extensive efforts be made at homebase sites to acquaint migrant parents with the availability and benefits of service programs designed to help them and their children. Migrant funding for such services should be continued and, when possible, increased so that health services and other services can be provided at levels which will overcome the disadvantages these families have previously faced.

The second major approach to parent involvement is really a program of "parent education" to develop parents' competence in enhancing the development of their children. For many reasons, not the least of which are family size and economic poverty, and education the pattern for developing migrant children is quite different from that available to and commonly used by families of middle-class socioeconomic standing with smaller numbers of children. Where the middle-class family is usually equipped with many means of communication (television, radio, magazines, newspapers, telephones, cartoon books, light and classical reading, phonographs with various types of music, wide varieties of colors in many variations of materials), the migrant family lives in bare circumstances. Objects for discussion abound in the middle-class family; bare existence is the usual style in the less advantaged family. Moreover, the middle-class family adults have themselves

received many educational inputs from the world in which they live, including the schools which they attended. They naturally turn to their children with ideas, with stimulants to development. The competitive situation which encourages their own development is often reflected in efforts to instill competitive spirit and rapid development drives in their children.

In the migrant home, or the urban low income Mexican American home, these patterns often do not exist. However, the parents are equally interested in stimulating the full development of their children, but they lack the experiences and the experience-building insight to provide opportunities to their children. Migrant parents do train their children within their culture, but this often is not adequate to prepare the children to move out of the poverty-migration cycle.

At the Good Samaritan Center in San Antonio during the 1969-70 school year a "parent education" approach was tested with the parents of 16 three-year-old children. While formal evaluation of the program could not be made for various reasons (including lack of funding), there were a number of indications that the program has a very high potential for enhancing the development of the child and of the home. Parents were encouraged to identify for their young children colors, shapes, sizes, quantities of items used in the home. The parents learned teaching techniques to encourage learning at home, such as, "Set the table with four plates;" "Bring me the blue glass." Through this kind of informal drill, the children's vocabularies were increased and concepts which usually would not have been introduced until the first grade were taught at home earlier. The difference in the child's readiness for school could be substantial if such programs were routinely provided.

Recommendation: That a curriculum development program for parent education should be funded from migrant funds.

Estimated Costs	First Year		Second Year
Curriculum writer (2)	$25,000	(1)	$13,500
Teacher (1)	8,000	(3)	27,000
Evaluation Spec. (0)	-0-	(1/2)	5,000
Printing of materials and reports	5,000		2,000
Data Processing	1,000		1,000
Administrative overhead @15%	5,850		7,200
Estimated Total	$44,850		$55,200

INSTRUCTIONAL LEARNING SYSTEMS

The Mobile Migrant Project applied only to children under six. The effort to lift the migrant child from the poverty cycle of the migrant trek certainly should start no later than during the preschool years. But the effort should not be one which attempts to follow the individual child from homebase to receiving base to second receiving base and back to homebase. Instead, some alternative approach to providing educational continuity must be provided. In addition, attention should be given to school-age children; and there is much to be said for the development of specific programs to train migrant parents to find another way of life than following the migrant trail. Each of these merits attention in this report. Learning systems should be developed for migrants of all ages. They should be implemented in various ways. Learning systems should be developed for:

1. Preschool age children.
2. Elementary and secondary-age migrants.
3. Migrant adults.

Preschool Programs

The Laboratory currently is engaged in developing preschool programs for migrant children through the McAllen Early Childhood Demonstration Center.

Although this program is well-advanced, it is not fully validated as yet, and improvements are yet to be made. The program also needs to be pilot tested at least an additional year before field testing at a number of sites. Adaptation of the system for use by receiving-base schools also is an imperative need not yet met.

Recommendation: That the Laboratory's Early Childhood Learning System, now under development at McAllen, should be financed with the present components for staff training, parent involvement, and instructional materials.

In addition, provision should be made for the development of diagnostic tests by which to determine the readiness of children en trek for various elements of the program and for development of small, self-contained individually prescribed instructional units for use by receiving schools who enroll migrant children for very short periods for several months.

Early Elementary Programs

The Laboratory currently is beginning the integration at the elementary level of several independently-developed learning systems in mathematics, language development, and social education. In 1970-71 the Laboratory plans to integrate these materials at the first, second, and third grades, in succeeding years the process will be extended into the higher grades. Financial support, however, is the most significant limiting factor in this extension into upper grades. The programs are needed now and could be provided if financing were available. Costs for expediting an extra grade level per year would be approximately as follows:

Staff Positions and Other Expenses		Approximate Salary or Other Expense
Learning System Coordinator		$ 13,500
Curriculum Writer:		
Multicultural Social Education	(1)	10,500
Mathematics Education	(1)	10,500
Language Development/Bilingual	(1)	10,500
Staff Development Writer	(2)	21,000
Elementary Consultant	1/3 time	7,500
Classroom Teachers (Supplement)		
8 @$50/month x 9 months		3,600
Evaluation Specialist	3/4 time	7,500
Field Evaluator Specialist	1/2 time	5,000
Data Processing		2,500
Field Support Services		5,000
Materials/Report Printing		5,000
Administrative Overhead @5%		15,315
Total Estimated Cost		$117,415

Recommendation: That delivery be expedited of an early elementary program for use at homebase sites and for conversion to materials useful in receiving schools serving migrant students, provision should be made for advancing the program an extra grade each year beyond that possible under presently available financing.

Secondary Education

Recently the Laboratory submitted proposals to the Texas Education Agency for development of educational programs at the secondary level.[7] The Agency has, on the basis of preliminary discussions occurring prior to the delivery of the report, indicated general agreement with the need to develop a secondary education learning system for migrant students to provide better means of holding them in school. The Texas Education Agency has indicated a desire to allocate progressively larger sums to this development process during the next several years, but the amounts necessarily are limited. With greater resources progress could proceed concurrently on a number of the components by adding staff, consultants, and advisory

[7]A copy of the report can be provided upon request.

groups. The general proposal is for a series of "nondevelopmental activities and for the development of a group of learning systems based on individually prescribed instruction modes and employing a concept of limiting requirements of migrant students to as few as two courses to be taken concurrently, each for several hours daily, so that credit can be earned during the abbreviated period in the fall semester and the equally abbreviated spring semester. As courses are completed, credit would be given; and the student would be enrolled at once in additional courses. By early examinations, by advanced standing examinations in Spanish and Mexican culture, and by other programs, the migrant student would be encouraged to see himself and school in a different light and to see school as a means to leave the migrant-poverty cycle.

If such special courses can be developed expeditiously, many students who will otherwise drop out in the next several years may be encouraged to finish high school and perhaps to seek additional technical or college-based education. This hoped for result would be made more probable by adoption also of several "nondevelopmental proposals" including a proposal that a special Counselor Unit be authorized for each 100 migrant students. The counselor would concentrate on 100 migrant students, helping them to see the relevance of school and helping schools to make their programs more relevant to the students by assisting in finding part time jobs, by encouraging migran students to acquire skills which would permit them to remain at homebase whil parents migrate, and by encouraging them to develop other occupational skills than those of migrant farm labor.

In addition to working with students, the counselors would orient teache to the particular needs of these students as a group and as individuals by providing insight into the cultural differences, the individual needs, the voids in preparation which should be filled, the necessity for adapting the school to keep these students involved and developing.

Under the proposal it was suggested that at least one year be used to develop the plan through use of advisory groups, involvement of institutions of higher education working with counselors for Mexican American students, and development of materials to be used by the counselors. The report noted that there is considerable interest in this plan among administrators of school districts in the Rio Grande Valley.

Recommendation: That selected phases of a multiple-phase approach for secondary education be approved for financing so that such programs can be made available to migrant students far earlier than otherwise will be possible.

SUMMARY OF PREVIOUSLY PROPOSED COSTS FOR DEVELOPMENT AND TESTING OF MIGRANT PUPIL SECONDARY PROGRAMS
(As Submitted to the Texas Education Agency, October 1970.)
Details as to Planned Programs Included in Report

Proposed Secondary Program	Estimated Costs, 1970-71 Payments to: District	Developer	Combined	Estimated Costs, 1971-72 Payments to: District	Developer	Combined
Counselor	$ -0-	$ 30,000	$ 30,000	$123,360	$ 15,000	$138,360
Peer Tutor	28,800	16,000	44,800	28,800	16,000	44,800
Incentive Courses	65,000#	-0-	65,000#	65,000#	-0-	65,000#
Presummer Final Exams	10,000##	-0-	10,000##	10,000##	-0-	10,000##
Continuous Progress Programs (Approximately one grade per year)						
Mathematics	6,000	54,000	60,000	6,000	69,000	75,000
Social Studies	6,000	44,000	50,000	12,000	73,000	85,000
Language Arts	10,000	30,000	40,000	40,000	40,000	80,000
Science	5,000	15,000	20,000	20,000	20,000	40,000
"Unicourses" Advanced	75,000	95,000	170,000	60,000	120,000	180,000
Advanced Standing Examinations	5,000	45,000	50,000	10,000	30,000	40,000
Weslaco CVAE Evaluation	+	10,000	10,000	+	10,000	10,000
TOTALS	$210,800	$339,000	$549,800	$375,160	$398,000	$773,160

#Restricted program, salaries only.
##Actually would be expended by T. E. A.
+No valid basis for estimating. Most costs, however, would be met directly from present allocations.

Variable En Trek Educational Modes

Implementation of these and other learning systems for migrants en trek require different strategies from those appropriate at a homebase school. Any strategy for following individual or specific students on the trek is believed to be doomed to fail. There are, however, other strategies which appear to have potential value in meeting migrant needs. These include programs of instruction based on correspondence and telephone calls from migrants to homebased teachers, programs of extension teaching, programs making use of teachers trained in a common program through the type of teacher exchange (supplementation) discussed earlier as Plan 1 under Staff Development Strategies, and programs making use of mobile schools which follow the migrant "stream" but not individual pupils.

Correspondence-Telephone Based Instruction -- Migrant pupils begin leaving the Rio Grande Valley at intervals as early as January, and the departures continue throughout the spring months and early summer months. For those who leave early the need for family income is paramount, and the time pressures of field work are severe. Nevertheless, with the development of special curricular materials written for students of the appropriate maturity level but using simplified vocabularies, it should be possible to provide continuing development of academic skills in these children.

By establishing a direct tie between the teacher and the student, maintained by long distance telephone calls and correspondence between the student and his teacher for each subject or grade, several important developments should occur:

- The identification of the student and the teacher should be strengthened. By continuing contact between them, each would be more aware of the common interest in stimulating the student's development.

- The opportunity to make long distance telephone calls on a scheduled or occasionally unscheduled basis to his hometown, the student would be enabled to maintain a sense of identification with his homebase. The teacher, by preliminary thought, could strengthen the tie by being a medium of information on events in the lives of the student's friends still at home and others with whom she might be in contact on the same basis.

- The teacher could become more fully aware of the specific problems of each student being coached and developed in this way. The teacher also would become far more aware of the trek-life of the student and be able to use it to enrich her regular teaching program. Moreover, she should be enabled to draw out the student upon his return in ways which would cause class interest to focus on him and bring some enhancement of his own self-esteem.

- Because the student would have as many as five or six months in which to finish the coursework or begin additional courses, the oppportunity to complete the coursework should be adequate. This may depend, however, on the extent to which the teacher finds ways to stimulate student initiation of telephone calls at times and in the nature of reinforcement given to the student when scheduled calls are received from the student.

This program would have some significant advantages.

The following pilot test figures illustrate the cost.

	Minimum Pilot Test Costs	Extended Plan for Pilot Test Costs
Number of teachers suggested	10	50
Number of students to be served	300	1500
Teacher Costs		
Salaries @$50.00 per month for 5 mos.	$ 2,500	$ 12,500
Telephone & correspondence @$30.00 per month for 5 mos.	1,500	7,500
TOTAL for designated number of teachers	$ 4,000	$ 20,000
Student-Initiated Costs		
Telephone calls based on scheduled number of 3 per month per student or $10.00 per month per student	15,000	75,000
Correspondence at $2.00 per month per student to transmit materials to teacher	3,000	15,000
TOTAL for designated number of students	$18,000	$ 90,000
Aggregate teacher and student costs	22,000	110,000
Cost per student served	$ 73.33	73.33

This program is attractive in its benefits and its costs.

Recommendation: That this strategy should be attempted.

Instruction by Extension -- The opportunities for extension teaching to students while they are en trek are obviously limited. After a full day in the fields, relatively few students will cherish the opportunity to attend a program of several hours of instruction -- unless that program includes a number of incentives. Field work is fatiguing. The hours are long.

School work by extension also is demanding. It requires an alertness not likely to be found in a student who has worked 10 to 12 hours that day in field work. Despite these problems, however, there are indications that an extension approach could be fruitful. The program at Berrien Springs was described earlier. While only 14 students obtained high school credit, as many as 175 enrolled and 100 attended regularly. The program included some recreational activities. It also included some courses which would be of special interest to migrants.

To obtain and hold the interest of migrant students, the courses offered by extension should be as directly useful as possible. They also should be given an interesting setting. Experience at several Rio Grande Valley schools indicates that such students (at least the boys) are intensely interested in driver education, automobile repair (both engine and body repair), construction work, and similar shop-type programs. In addition, experience indicates that academic subjects directly related to these areas and using problems associated with them can be made interesting to migrant students.

Such courses would have special drawing power, it is suggested, if planned for times when they could be followed with opportunities for recreation such as dancing, swimming, or other activities appropriate to the age and circumstances of the students.

Recommendation: That financing should be provided for specific programs of extension teaching. These programs are already possible and are being offered through migrant centers at some locations. The major need in such instances is to evaluate the programs offered, check these against initial interest and maintained attendance by the students, and then to take readings to determine whether these are the programs most desired by the students. Since major effort is required by the students, it is apparent that they will respond only to programs which appear to them to be interesting and/or relevant to their needs.

A specific Laboratory plan is proposed below.

Use of "Exchange" Teachers -- This program was described under the section on Staff Development Strategies. Teachers trained under this program would be available to implement correspondence-telephone and extension strategies as well as mobile schools. With bilingual skill and with knowledge of the cultural background of the migrant pupils which these teachers would gain from the "exchange" system, these teachers obviously would have special value in any of these situations and would be extremely useful in conventional programs attended during the school year by migrant students.

Mobile Schools -- While it is not possible to provide continuing education to selected pupils without an unreasonable cost and uneconomical use of resources, it is economically feasible for mobile groups or educational teams to follow the migrant "stream" and to set up school at selected points of migrant concentrations. UMOI has done this already with day care centers. A generally similar program for following migrant concentrations and providing educational opportunity with programs for all school-age levels could be developed in a mode which would permit migrant students to tie in with the program for periods at which they were near the schools. Such mobile teams would require diagnostic instruments by which to determine the readiness of students for instruction in various subjects, for determining the progress

of students placed in the instructional system, and for evaluating the effectiveness of the system.

Such a plan has the great advantage of being testable on a pilot basis, with the use of as few or as many mobile teams as can be financed while the necessary materials are being developed and design tested. The composition of the teams is subject to various combinations, thus permitting information to be gathered on desirable patterns for preschool, elementary, and secondary combines in particular areas of the nation. The reception given to the Mobile Migrant Project for preschool children and the interest manifested in Laboratory programs for older children are strong indications that such teams would be welcome additions to the summer and even extended summer programs in a number of states. The flexibility inherent in the concept of teams would permit preliminary determination of sites where teams would be most welcome and most helpful.

It is this plan, therefore, which the Laboratory believes should have the highest priority for financing by the U. S. Office of Economic Opportunity and Teacher Corps and other interested groups. Because, even with its flexibility, there are heavy developmental costs for adaptation of programs and for development of diagnostic instruments, it will be essential to select particular levels and particular points of the educational program for initial emphasis. The focus for the first three years should be on the early childhood and early elementary programs. If, however, adequate funding can be provided, concurrent efforts could be made and should be made for development of programs at the secondary level.

Recommendation: That financial support should be provided to the degree possible for initiation of mobile education teams to operate mobile schools. Using materials developed by the Southwest Educational Development Laboratory and other appropriate groups, these teams would move with the migrant stream, in cooperation with receiving

state departments of education and local school districts, to provide continuing educational opportunities at the preschool, early elementary, and secondary or other levels to the extent that financing permitted. The number of such teams and the number of program development efforts would be conditioned by the availability of the necessary financial support.

Inherent in this plan is the opportunity to take advantage of essentially all the other proposals, or any one of the other proposals, which appear to merit special attention. Also inherent is flexibility in the number of teams and the locations where the teams might work.

A workable model for this program is essential. The following concrete proposal is suggested as a basis for financing.

The Basic Team -- The minimum team for any mobile school should include four persons:

> A liaison-organizer-recruiter specialist who would work with the receiving district to arrange for facilities and to recruit students, to obtain records on students, to transmit records back to homebase school and to transmit them to successive mobile schools (when requested). This person should have many of the attributes of a good school counselor and many of the skills of a good school principal.

> A master teacher able to function in many subjects and at numerous grade levels. While concentration at particular grade levels or in particular subjects would be hoped for, the en trek conditions would demand more versatility, more teaching ability, and more diagnostic and leadership ability than is required in a conventional classroom setting.

> A qualified, trained teaching aide, experienced in the use of curriculum materials at specific grade levels and flexible enough to assist the master teacher in working, at least on a minimum basis, with children of other ages and in other subjects. The aide also should be trained to use academic diagnostic instruments and to guide students in programs prescribed by the master teacher.

> A context evaluation or research specialist able to provide emergency assistance to any of the three other members of the team but able also to provide additional services:

. Collection of data on community factors, school programs for migrants, normal periods when migrants are present in the community and the extent to which this is subject to variations because of weather and other conditions, number of migrants

employed and conditions which encourage or discourage migrants from having school-age pupils with them, numbers of such children in schools and the types of programs offered them, interest of adjacent districts in providing programs directly and their willingness to innovate, housing conditions, prospective replacement of migrants in the area by mechanization and the types of training likely to be needed by operators of this equipment who might be drawn from the migrant stream.

- Administration of diagnostic and evaluation instruments, as needed during periods of heavy inflow and outflow of pupils, to back up the master teacher and the aide.

Such a team includes two persons who could serve more than one teaching team. The liaison-organizer and the context evaluation specialist would be more economically and probably more effectively used if the team were enlarged to include additional teaching complements. If financially feasible, the team should be composed of a larger complement, and this team should be subject to modification based on needs at different sites:

- Team of four persons as established above, plus
- An additional team of one master teacher and one trained teaching aide to specialize in preschool education and one master teacher and one trained teaching aide to specialize in the first grade.

For teams in the field only during the usual summer months (June-August) added team members (master teacher and teaching aide) for secondary programs would be helpful.

Costs for the Mobile Education Team Approach -- Obviously, within this concept of a mobile education team there are very wide possibilities for variations. The teams could be based on the minimum team concept or on the enlarged team concept; they could be used in only a small number of places or they could be used at a large number of sites. They could be selected and trained from among teachers customarily serving this population at the homebase schools, thus requiring extensive outlays for summer travel expenses or receiving-school personnel could be trained in the Rio Grande Valley schools and used to serve migrants who come into areas adjacent to their

normal residence. Each of these approaches has cost connotations, and each has certain advantages and disadvantages.

Because cooperation between the homebase and the receiving school districts is important, the teams should be composed of residents of both homebase and migrant receiving states. Each group should contribute to project success. For example, teaching teams might come largely from the homebase schools but include at least one group from the major receiving states. The liaison-coordinator would be trained in the homebase state but should be a resident of a receiving state. The context evaluation specialist should be responsible to the operating agency in the homebase state but should be acceptable to state and local school officials of receiving states. He might, therefore, be recruited from receiving state residents, where this was deemed appropriate, but be trained in the homebase state and be an employee of the sponsoring organization (presumably the Southwest Educational Development Laboratory). All team members should be bilingual.

On these assumptions, costs for typical teams might be estimated approximately as follows:

Team Members	12 Months Est. Salary	12 Months Migrants Travel Exp.	Training & Travel Exp.	Total
Liaison-Coordinator	$13,500	$1,800	$1,000*	$16,300
Context Evaluation Specialist	11,000	2,400	1,000*	14,400
			Subtotal	$30,700
Basic Team	6 Months			
Master Teacher	6,000	900	1,500**	8,400
Teaching Aide	3,000	600	1,500**	5,100
			Subtotal	$13,500
Supplemental Teams				
Master Teacher, Preschool	5,400	300+	1,500**	7,200
Teaching Aide	2,400	300+	1,500**	4,200
Master Teacher, Grade 1	5,400	300+	1,500**	7,200
Teaching Aide	2,400	300+	1,500**	4,200
			Subtotal	$22,800
Aggregate Personal Salaries and Allowances				$67,000
Supplies, equipment, and miscellaneous				10,000
			TOTAL	$77,000

+Assumes person is resident in the area being served during most of the period of service.
*Assumes a training program of three to four weeks. Includes travel expenses of $800 plus $200 for tuition to training institution.
**Assumes a training program of six weeks. Includes travel expenses of $1,200 plus $300 for tuition to training institution.

Number of Teams -- For the program to be tested adequately, mobile teams would be needed for several migrant stream routes. The test would entail finding solutions to a number of potential problems. For example, team member roles would change at two stages. In the spring (while school is still in session in the receiving districts) and in early fall after regular school has resumed, the mobile teams would need to find ways to assist the regular school program with diagnostic tools, tutoring, and individualizing instruction. During June, July, and August, the mobile teams would operate in small schools, occupying space provided by resident schools and using normal school facilities at no direct cost outlay. Similarly, the estimates provided above do not include costs for special services such as those now supplied from

migrant funds for health services, for snacks and lunches, or for transportation of students. The costs cited also do not include costs for developing the programs to be used in the instructional program. These development costs are discussed below.

Although it would be possible to develop estimates as to the number of teams, of different compositions, which could profitably be used on a staggered schedule basis in each of the major receiving states from April through mid-October, a more feasible approach is to use a few teams during the 1971 migrant season on a design-test basis. These teams could collect information as to needs and as to attitudes in a number of states -- information which would greatly improve the quality of planning which could be done for the 1972 migrant season. In addition, this more modest approach would have two further advantages:

1. Allow time for the development of a portion of the packets of materials which would be needed to make the program work. It also would permit some experimentation with diagnostic tools.

2. Provide time for negotiations with state departments of education and local receiving school districts to establish joint plans for operation of the program, including such details as:

    - Recruiting the local persons who would be trained to serve in teaching, aide, context evaluation, and liaison roles.
    - Training the selected persons to function in the 1972 migrant season.
    - Agreement as to facilities to be made available, times of operation, services to be provided locally, and other matters important to the proper functioning of the program.

For the design test in the 1971 migrant season it is recommended that three comprehensive teams be funded. This would permit the creation of a team to start in Texas and move to Louisiana, then to Florida, then to the midwest, and return to Texas. Another team might start from the Rio Grande Valley, move to the Panhandle, then to Colorado, and then to California before returning to Texas. The third team, starting from the Rio Grande Valley,

might go directly to California, operate at various points in California during the summer and early fall, but include a period of several weeks in the northwest. It, too, would return to Texas in October.

Team members for these three teams could be used in Rio Grande Valley schools upon their return. The initial teams probably should be drawn from Valley schools. However, in the expansion of the concept for 1972, the program should be staffed to a considerable degree by persons drawn from the receiving states.

This pattern would cause a shift in the distribution of expense amounts from that suggested above, but the totals would vary but little. For example, the Rio Grande Valley teachers would be trained at more modest costs for travel during the training period, but the allowances for migration travel would be proportionately larger. After 1971 there would be some balancing of these subcost items for each team, based on the extent to which the comprehensive teams included homebase versus receiving state personnel.

The ultimate pattern probably would provide for a few teams composed of the "Basic Team" personnel, but most teams probably would be of the comprehensive type. As the buildup from the initial level of three teams progressed, there would be a developing local ability to carry on such programs. Presence in the communities of persons trained in the programs would strengthen the effort. Thus, the program might call for a large number of teams; but the practice might follow an entirely different pattern because of involvement of receiving district personnel in the total plan. The developed materials would become available to the receiving districts, regardless of whether mobile or fixed station teams assumed responsibility for it.

Developmental Costs for Program -- The materials to be developed for this program already are under development but in a different mode. Laboratory materials for early childhood and early elementary programs are currently

being developed in structured and carefully sequenced format, with behavioral objectives stated for each lesson and terminal behavioral objectives developed for each unit. These materials are at a stage of refinement at preschool levels so they largely meet the needs for which they were designed, although some further refinements will be initiated each of the next several years as the materials undergo final pilot test and field test. Similarly, materials in the early elementary program are approaching the point of pilot test. Each, however, was developed as an integral system of its own, and in 1970-71 for the first time the Laboratory is integrating them into an early elementary program. Extensive revisions may be necessary.

In any case, extensive revisions will be necessary to use either the early childhood or early elementary learning systems in the mobile mode. Students will enter and leave the mobile school at will as circumstances warrant. In some instances the same students may enter the mobile school at its next location; but it is entirely possible that no student at one site will enroll at a particular team's next school site. Accordingly, emphasis must be placed on instruments which will help the teacher make rapid diagnoses of the student's skills and needs, whatever may be his age or grade level. Because a start can be made with the early childhood and early elementary materials previously developed, it is expected that the development process will be considerably less expensive than it otherwise would be. However, development of secondary materials or even upper elementary materials will entail new starts and considerably heavier costs.

Preliminary estimates of developmental costs are necessarily imprecise. However, to develop adaptations of present materials in early childhood and to integrate and adapt materials at the early elementary levels for individualized instruction approaches, following diagnostic and prescriptive steps,

will not be inexpensive except in contrast to costs if starts from scratch were the only alternatives. To adapt early childhood and early elementary materials would require approximately the following staffing patterns (separate and apart from listings previously for integrating the early elementary program) and estimated costs:

Adaptation to Mobile School Packets of Individualized Instruction Mode

Early Childhood (For Each Age or Level)

Expense Item		Est. Cost	
Coordinating Specialist		$ 14,000	All three levels could proceed concurrently with adequate financing.
Curriculum Writer for:			
Motor skills	(1/2 time)	5,000	
Language skills	(3/4 ")	7,500	
Problem Solving	(" ")	7,500	
Staff Development	(" ")	7,500	
Parent Involvement	(1/2 ")	5,000	
Field Testing Coordinator	(3/4 ")	7,500	
Printing, materials, reports		12,500	
Test Development Specialist	(3/4 time)	7,500	
Evaluation Specialist	(" ")	7,500	
Administrative overhead @15%		12,225	
ESTIMATED TOTAL PER LEVEL		$ 93,725	

Early Elementary Adaptation (For Each Grade)

Coordinating Specialist		14,000	Grades 1 and 2 could be adapted concurrently with adequate financing, and a substantial start could be made on Grade 3.
Curriculum Writer for:			
Social Education	(1 fulltime)	10,000	
Mathematics	(" ")	10,000	
Language Development	(" ")	10,000	
Staff Development	(" ")	10,000	
Test Development	(2 ")	20,000	
Evaluation Specialist	(1 ")	10,000	
Field Testing Coordinator	(" ")	10,000	
Printing materials and reports		25,000	
Data Processing		5,000	
Administrative overhead @15%		18,600	
ESTIMATED TOTAL PER GRADE		$142,600	

RECOMMENDED PRIORITIES

In the preceding sections a number of different approaches have been suggested, with discussion of advantages, disadvantages, and costs usually provided to the extent these seem appropriate. Most of the ideas have merit and very real benefits could be derived from each. However, there are great differences in per pupil cost and in the level of probable benefit. Moreover, there is a difference in the time required to make the proposals reasonably effective. Also to be considered is the necessity in some instances for developing information or involving various groups in studies which might lead to the abandonment or to the raising in priority of certain suggestions.

Considering present readiness levels, costs, costs and benefits per student, probable acceptance by receiving states, and long range potentials, the Laboratory recommends that financing be provided for a test of the programs in the following priority:

Plans in Sequence of Presentation	Est. Costs	Discussed Page	Recom. Priority
Staff Development			
No. 1 Teacher Exchange	Exploratory Study - $ 25,000	34	7
No. 2 Bilingual teacher recrtg/prep.	" - 75,000	36	8
No. 3 Develop Aides	No new costs	36	----**
No. 4 Peer tutors per 100 students	6 mos.- 11,690	37	6
No. 5 Train Aides/UMOI	No estimate	39	*
Parental Involvement	No new costs	40	**
Parental Education Cur. Development	1st yr. - 44,850 2nd yr. - 55,200	41	5
Instructional Learning Systems			
Continued development McAllen E. C. Learning System		43	2
Development Early Elementary L. S.	117,415	44	3
Secondary Education	1st yr. 549,800 2nd yr. 773,160	45	4
Correspondence-Telephone Mode	110,000	48	3
Extension		50	
Mobile Schools - 3 teams	1st yr. 231,000	51	1
Development Activities			
Early Childhood	93,725	60	1
Early Elementary	142,600	60	1

*Since no new costs are involved, no priority necessary.

The suggested priority would rank the mobile school concept as meriting first attention. The program, to be effective, would require the inclusion of both the recommended teams and the development of materials for use by the teams. It will be difficult to complete all preparations for this project prior to the beginning of the 1971 migration season. If decisions should be delayed beyond March, a staged beginning would be wise. If decisions can be made in January or February, and particularly in January, the Laboratory should be able to recruit personnel for each of the assigned activities, institute the training program for the team members, and prepare enough materials packets to be reasonably effective by June 1. The migrants departing in May (as many do) and even earlier would not require the packets of materials since the school-age children would be in the regular school programs of receiving states.

Should delays be necessary, the Laboratory would wish to modify the schedule and probably would need to defer the training and dispatching of the teams until the migration season of 1972.

The second priority item is the continuation of the McAllen Early Childhood Demonstration and Training Center effort. This program is beginning to prove its worth and should be financed for several additional years. Probably in the 1971-72 school year special funds should be allotted to permit extensive field testing of the program in other Texas sites and in other states where there are homebased Mexican American migrant populations.

Priority three is the proposal for advancing the rate of development of an interfaced early elementary program by an additional grade in 1970-71. The need for these programs has been clearly demonstrated by recent studies made for the Texas Education Agency, and it is imperative that progress be made as rapidly as possible in readying materials for use with early elementary migrant Mexican American students.

Essentially the same argument can be made for the rapid development of a secondary program. Emphasis has been given to the early elementary program simply because it is farther along and could become effective at an earlier date. The secondary program, and the incentives it should provide for students who have missed many educational opportunities and still need the enriched lives possible only from better education, call for as rapid development of these suggestions as possible. This is particularly true for the component programs relating to provision of additional counselors for home-based schools and to the proposals relating to "unicourse" plans under which migrant students could begin to earn credit in several courses during each period of attendance in secondary schools in lieu of the present system of semester-straddling attendance with no credit earned all too frequently.

Each of the other items has been discussed adequately to justify its priority rank.

SUMMARY

In this report the Laboratory has summarized its experiences with the Mobile Migrant Early Childhood Project. That project had many valuable lessons. It brought many disappointments. It has pointed the ways by which far more progress can be made toward meeting the needs of migrant children of preschool and school-age. In this report the Laboratory has described a number of these ideas and provided rough estimates of the cost of most of them. In addition, a judgment of the relative priority of the proposals has been indicated. In effect, we have suggested that all the proposals would bring advantages, but the best dollar-buys would be, in sequence, the following:

1. The financing of a system of mobile schools, operated by Mobile Education Teams which would follow the Migrant Stream concentrations and serve preschool and school-age children at those concentration points, moving to successive concentration points as the "stream" crest moved on. There would be no expectation that the same children would be served at successive sites although this might occur with some children. Instead, diagnostic tools and individually prescribed packets of instructional materials would be used to enhance the development of each child served. Local districts receiving the migrants would provide facilities and usual special services and might participate in team membership by recommending persons for training as liaison-coordinators, context evaluation specialists, or master teachers and teaching aides. Team composition would be varied to meet the student volume at each concentration point.

Suggested costs 1970-71 Teams	$231,000
Developmental Activities	236,325
	$467,325

2. The financing of the correspondence-telephone based instruction. 110,000

3. Continuation of the early childhood development and parental involvement program at the McAllen Demonstration and Training Center, McAllen, Texas, at current levels. 50,000

4. Financial provision for modifying Grade 4 of the early elementary program for fulltime use in replacement of other Grade 3 programs -- program development at McAllen and Edinburg, Texas. Suggested developmental costs 117,415

5. Supplementary financing for parts or all of the proposed secondary program for migrants in order to make these components available to meet needs of secondary migrant students <u>now</u> instead of several years from now Suggested costs, up to (any part of) 549,800

6. Develop a Parental Education Curriculum by which parents of children served by these programs can contribute substantially to the experiences and the development of their children. Suggested costs, 1st year 44,850
2nd year 55,200

7. Provision for peer tutors en trek for migrant students by employing "settled out" former migrants of student age. Suggested costs for 25 tutors to serve 100 students for six months 11,690*

*The program could be expanded to serve as many students as could be planned for and handled.

The remaining priority items call for relatively small costs or no increase in current costs. No repetition is, therefore, deemed necessary.

The Laboratory staff would be expanded to facilitate any of these proposed assignments. Greater efficiency and effectiveness will be possible if adequate notice can be obtained on those items which are to be implemented. If other proposals need analysis or study, Laboratory staff members can be available to provide information available.

APPENDIX

Late in July 1970, two context evaluation specialists from the Laboratory headquarters staff conducted a series of interviews at Berrien Springs and Holland, Michigan, in order to probe more deeply into a number of factors concerning migrant life on which information had been difficult to obtain. During the two days spent in Holland, Michigan, and its surrounding agricultural area, the interviewers arranged for a telephone interview to be conducted, on a random sample basis, of "settled out" Mexican American residents of the community.

Holland is a community of approximately 28,000 population, developed as the name suggests by descendants of persons who came to this country from Holland and surrounding countries of Europe. The community is a well-to-do, thriving place which appears to welcome the migrants and to regard them favorably as workers and prospective citizens of the community.

Chamber of Commerce estimates indicated that about 14 percent of the residents in the community are persons with Spanish surnames. As a quick means of obtaining information about the background of this segment of the community's population and especially of those who were former migrants, the telephone survey plan was implemented. The sample was drawn entirely from persons who were listed in the current telephone directory. A total of 425 Spanish-surnamed listings were identified, and a 10 percent sample from these listings was selected for telephone interview.

This sample clearly is biased toward the upper income range of Spanish-surnamed individuals in the community. To be listed in the directory, the individuals would probably have been in the community at least a few months before the directory was prepared, and almost certainly could have been in the Holland area no less than a year or so to be listed. Moreover, to seek a listing, the individual would necessarily feel that he had existing or prospective ties to the community which would justify the expense of a telephone.

The sampling method was expected to, and did, produce some listings of persons with Spanish surnames who were NOT former migrants. But of the 44 persons with whom interviews were obtained in this manner, 55 percent were former migrants who had "settled out" in this area. Of the approximately 3,900 Spanish-surnamed individuals in the community, this would be a very small sample (approximately one percent were included in the sample and the migrant proportion would be approximately 0.6 percent of the population). Generalizations, obviously, would be risky; nevertheless, there is some perspective to be gained from consideration of the interview results.

The interview included 15 items. (The instrument is attached and shows frequency counts on all items.) Most of these items were concerned with demographic data intended to determine basic conditions descriptive of the sample. These items will be discussed first.

(The interviews were conducted by Spanish-speaking females who had been given brief training in the use of the interview schedule. Each interview lasted no more than 15 minutes.)

Origins

Of the 44 respondents, six were born in Holland, Michigan. Of the remaining 38, 70 percent (27) were born in the U.S.A. Most of the 11 born outside the continental United States were born in Mexico, but two were born in Cuba and two in Puerto Rico.

The residents interviewed had ties in Holland, but also ties remained to their home communities (previous resident-communities). Of the 44, 64 percent had relatives living in Holland, and 79.5 percent had relatives residing in the city of origin.

Relocation to Holland most commonly occurred during the period the respondents were in the 20-29 age bracket. A presumption could apparently be sustained that few are likely to return to the place of origin on any permanent basis since home ownership rates are high, children are in schools, and (as noted later), income status is apparently much better. Of course, a major economic downturn could have serious effects on the plans of the respondents. In the absence of such a development, however, the respondents appear to be establishing their ties with the Holland community; and their sons, daughters, and grandchildren appear to be "settling in."

Economic Conditions

Previously it was reported that 70 percent of the interviewees reported they were home owners in the Holland community. There appears to be no "ghettoization" or pocketing of this housing in the larger community. In general, the integration of homes of this group with the homes of other residents appear to result more from the homogeneity of housing costs than from any specific policy of "open housing," but whatever the cause, the residents who are Spanish-speaking appear to own or rent homes which are in neighborhoods housing the general population.

The average annual salary for the head of the household of the Spanish-surnamed was reported to be $5,500. This contrasts with levels of $2,500 and $3,000 in the Rio Grande Valley region. Although the cost of living in Holland exceeds that of South Texas, the net increase in annual real income clearly would make Holland the more attractive from an income point of view.

Almost all the persons interviewed were gainfully employed at the time of the survey. One person was physically disabled, and two were unemployed. Since the unemployment rate nationally was already on the increase, this level of employment would appear to support the belief that the Mexican American workers were accepted as to competence and suitability for positions they filled. The range of occupational classification was not great, but the diversity of opportunity is not restricted to agriculture. In addition to employment related to agriculture (especially to the blueberry crops), respondents reported employment related to the housing industry (paneling, mobile homes, furniture, electrical fixtures, etc.) and to home-industry related companies.

Demographic Data for the Sample

For the 44 persons making up the total sample the average age was 39.1 years, but 32 percent were in the age range of 20 to 29.

Most households included children, and 61 percent of the households included school-age children.

Seventy percent of the respondents were living in homes they own.

Fifty-five percent of the respondents were formerly migrant farm workers. Of this group, 64 percent had been residents of the community for less than five years. In contrast, perhaps, of the 20 interviewees (45 percent of the total sample) who had not been migrants at any time, nine (44 percent) had resided in Holland for less than five years. For the total sample, the average length of residence in Holland was 8.3 years, but slightly more than half had lived in Holland less than five years.

Percent of Total Sample

Time Category	Former Migrants *	Nonmigrant Status *	Total Sample
Less than 5 years residence	35 (64%)	20 (44%)	55
5 years or more	20 (36%)	25 (56%)	45
	55 (100%)	45 (100%)	100

*Percentages of the subsample of Migrants and Nonmigrants, represented by the preceding percentage figure of the total sample.

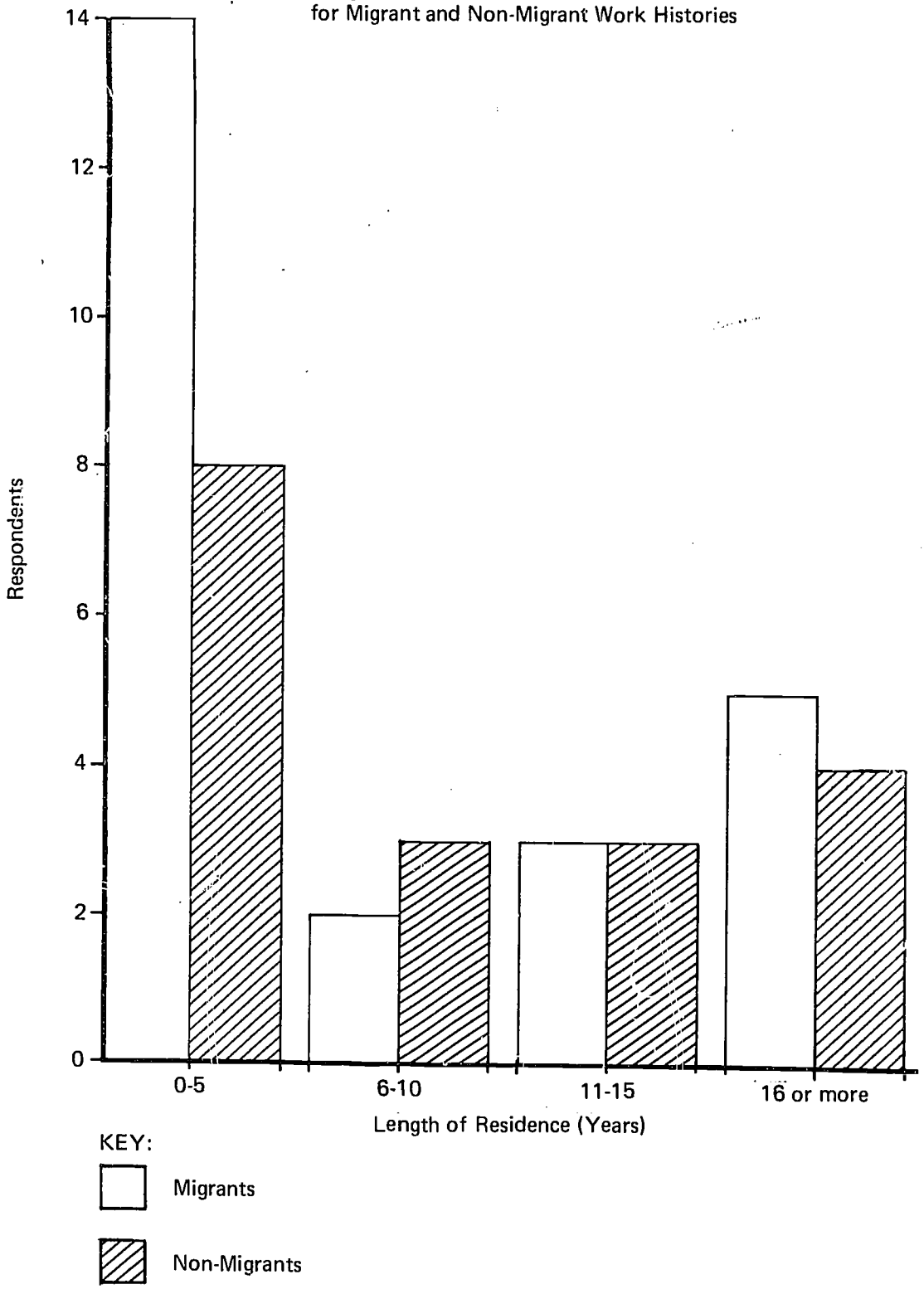
Trends in "Settling Out"

No clear pattern can be projected as to the rate at which persons "settle out" in Holland (or elsewhere). The years of residence, discussed above, suggest that perhaps more than 55 percent of the present Spanish-surnamed residents have settled in Holland during the past five years. Of this group almost two-thirds left the migrant stream. However, the proper weight to give to these figures when generalizing is difficult to determine because of the bias in the sample and because of the size of the sample. It does appear clear that "settling out" is still going on; and the interviewers from the Laboratory headquarters detected no animosity to its continuation in the attitudes of persons with whom they talked.

The presence of large processing plants which operate substantially year-round and the opportunities in the construction materials industry and home-industry related companies would be expected to remain attractive to migrants if the growth of these industries continues.

The community, thus far, apparently makes little distinction between those who have "settled out" and those who remain in the migrant stream in its dispensation of services. The problems of the "settled out" resident are much the same problems encountered by the migrant: unemployment

Length of Residence in Holland
for Migrant and Non-Migrant Work Histories



housing and medical needs, social acceptance and alienation, and economic mobility. The social service agencies dispensing services to the economically disadvantaged make little distinction between the two groups, partially at least because most of those who now are residents were from the migrant stream and may bear most of the surface indications of this origin.

Implications

This brief survey did not probe into the knowledge of these respondents as to former residents who have returned to their points of origin. The cultural ties and the "cultural identity within ethnic boundaries" which retards cultural integration of minority groups into dominant cultures would be expected to be at work in this group. The facts recited concerning the relatives of this group who remain in the homebase communities and the family structure associated with this group would surely be expected to affect the Holland residents' concerns with "back home." Nostalgia was evident in interviews; yet, intention to remain in Holland was even more apparent.

In the absence of major economic difficulties which directly affect the 44 respondents, and the larger group they represent, most probably will remain in Holland and others will continue to join them to the extent the local economy can support them.

A larger survey, encompassing groups omitted because of the sampling bias of this survey and including items not included in the survey instrument, would be a useful planning resource -- especially if the scope could be enlarged to include other major migrant-receiving areas.

INTERVIEW SCHEDULE

Q1. How old is the head of the household?

A.	20-29 yrs.	31.8%
B.	30-39 yrs.	22.7
C.	40-49 yrs.	22.9
D.	50-59 yrs.	11.3
E.	60-69 yrs.	11.3
		100.0%

Q2. Do you have any children still living at home?

A.	Yes	93%
B.	No	7
		100%

Q3. Are any of the children enrolled in school?

A.	Yes	61.4%
B.	No	36.4
C.	NR	2.2
		100.0%

Q4. Where does your husband work?

A.	Employed	88.7%
B.	Unemployed	4.4
C.	NA	2.5
D.	NR	4.4
		100.0%

Q5. What type of work does he do at this place?

A.	Specific Occupation	61.5%
B.	DK	11.3
C.	NA	11.3
D.	NR	15.9
		100.0%

Q6. Approximately how much does he earn per week?

A. X = $107.00/week

Q7. Do you have any relatives living here in Holland?

A.	Yes	63.6%
B.	No	34.2
C.	NR	2.2
		100.0%

Q8. Do you own or rent your home?

A.	Own	70.5%
B.	Rent	27.3
C.	NR	2.2
		100.0%

Q9. Where are you from, that is, where did you live before coming to Holland?

A.	Texas	63.6%
B.	Foreign	29.5
C.	Born in Holland	6.9
D.	Other	0.0
		100.0%

Q10. How long have you lived in Holland, Michigan?

A.	0-5 years	55%
B.	6-10 years	13
C.	11-15 years	13
D.	16 or more	19
		100%

Q11. Do you still have relatives living in the city where you came from?

A.	Yes	79.5%
B.	No	13.7
C.	NR	6.8
		100.0%

Q12. Did you migrate and work in the crops before you decided to settle here?

A.	Yes	56.8%
B.	No	43.2
		100.0%

Q13. Why is it that you decided to stay here?

A.	States reason	88.7%
B.	NR	4.5
C.	NA	6.8
		100.0%

Q14. Did you receive any type of assistance or welfare when you first arrived in Holland?

A.	Yes	18.2%
B.	No	77.3
C.	NR	4.5
		100.0%

*(N = 44) CODES: NA = Not Applicable
NR = No Response
DK = Don't Know